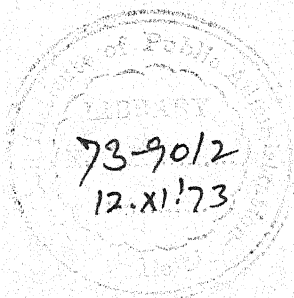


**SIXTEENTH ANNUAL CONFERENCE
OF
MEMBERS OF THE IIPA**

(October 29, 1972)

**"ADMINISTRATIVE ASPECTS OF AN APPROACH
TO THE FIFTH FIVE-YEAR PLAN"**



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INTRODUCTION

The Sixteenth Annual Conference of the Members of the Indian Institute of Public Administration was held on 29 October 1972. The subject for discussion at the Conference was "Administrative Aspects of an Approach to the Fifth Plan". The discussions in the Conference are summarized in the following pages.

I am thankful to the members of the Institute who contributed papers on the subject as well as to those who participated in the discussion. I am grateful to Sri Asoka Mehta and Sri M. K. Chaturvedi, who presided over the morning and afternoon sessions, respectively, of the Conference, and to Dr. S. R. Maheshwari, Professor of Political Science and Public Administration at the Institute, for contributing the discussion paper, and for summarising the deliberations of the Conference.

ISHWAR DAYAL

Director

28 September, 1973
New Delhi

INDIAN INSTITUTE OF PUBLIC
ADMINISTRATION

IIPA
16th ANNUAL CONFERENCE
OF THE MEMBERS OF THE IIPA

CONFERENCE CHAIRMEN

Morning Session
SHRI ASOKA MEHTA

Afternoon Session
SHRI M. K. CHATURVEDI

**LIST OF MEMBERS WHO ATTENDED
CONFERENCE**

- | | |
|--------------------------------------|--------------------------|
| 1. Shri A. K. Agarwal | 13. Shri R. K. Chawla |
| 2. Prof. G. N. Alavandi | 14. Shri S. B. Dwivedi |
| 3. Shri V. Anandarau | 15. Shri Gopeshwar Nath |
| 4. Dr. R. K. Arora | 16. Shri B. P. Gupta |
| 5. Shri S. K. Basu | 17. Dr. S. C. Jain |
| 6. Dr. C. P. Bhambri | 18. Shri S. S. Jain |
| 7. Shri R. K. Bhardwaj | 19. Prof. V. B. Kamath |
| 8. Shri R. P. Bhatnagar | 20. Dr. Ziauddin Khan |
| 9. Shri V. S. Bhir | 21. Shri R. P. Khetarpal |
| 10. Shri M. K. Chaturvedi | 22. Shri Sarwan Kumar |
| 11. Shri D. S. Chaudhary | 23. Shri Krishna Pratap |
| 12. Shri Tribhuwan Nath
Chaudhary | 24. Shri D. K. Kulkarni |
| | 25. Shri V. B. Kamath |

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|-------------------------------|---------------------------------|
| 26. Shri V. M. Kulkarni | 47. Shri G. Anantha Raman |
| 27. Dr. S. R. Maheshwari | 48. Shri V. Madan Mohan Reddy |
| 28. Shri D. D. Malhotra | 49. Shri Autar Krishan Sapru |
| 29. Shri K. S. Mathew | 50. Miss Adarsh Sarvaria |
| 30. Prof. M. V. Mathur | 51. Shri K. V. Seshadri |
| 31. Shri Asoka Mehta | 52. Shri Jawahar Lal Seth |
| 32. Dr. P. E. Mehta | 53. Shri B. K. Sharma |
| 33. Shri Joseph Minathur | 54. Shri V. D. Sharma |
| 34. Shri O. P. Minocha | 55. Shri Kulwant Singh |
| 35. Shri J. K. Mittal | 56. Shri Sakendra Prasad Singh |
| 36. Shri W. G. Naidu | 57. Shri J. K. P. Sinha |
| 37. Shri Rohit Nanavati | 58. Shri S. V. Srinivasa Rao |
| 38. Shri D. R. Pendse | 59. Shri M. Subramanian |
| 39. Shri K. Prabhakar Rao | 60. Shri V. Subramanian |
| 40. Mrs. V. Prakash | 61. Shri K. D. Trivedi |
| 41. Shri M. V. S. Prasada Rau | 62. Dr. Vishwanath Prasad Varma |
| 42. Shri D. Radhakrishna | 63. Shri T. Vedantam |
| 43. Shri M. Ramachandran | 64. Shri J. P. Verma |
| 44. Shri C. A. Ramakrishnan | |
| 45. Flt. Lt. K. Ramakrishnan | |
| 46. Shri V. Ranganathan | |

Corporate Members

1. Shri P. S. Raizada (Representing L. B. S. Institute of Public Administration, Bhopal).
2. Shri J. K. P. Sinha (Representing Institute of Public Administration, Patna University, Patna).
3. Shri Bishwanath Singh (Representing Patna University, Patna).

LIST OF MEMBERS WHO CONTRIBUTED PAPERS

DISCUSSION PAPER

1. 'Administrative Aspect of an Approach to the Fifth Five Year Plan' by Dr. S. R. Maheshwari.

OTHER PAPERS

2. 'Administrative Aspects of an Approach to the Fifth Five Year Plan—Some Aspects of Administration of Human Resource' by Tribhuwan Nath Chaudhary.
3. 'The Administrative Approach in the Fifth Five Year Plan' by P. R. Dubhashi.
4. 'Administrative Aspects of an Approach to the Fifth Five Year Plan—The Challenge in the Plan to Economic Policies and its Implications to Administration' by Y. A. Fazalbhoy.
5. 'Administrative Aspects of Primary Education in the Fifth Five Year Plan' by B. P. Gupta.
6. 'Administrative Aspects of an Approach to the Fifth Five Year Plan' by V. S. Murti.
7. 'Administrative Aspects of an Approach to the Fifth Five Year Plan' by W. G. Naidu.
8. 'Administrative Aspects of an Approach to the Fifth Five Year Plan' by P. K. Ray
9. 'Administrative Aspects of an Approach to the Fifth Five Year Plan—Lack of Bureaucratic Response' by Dr. (Mrs.) Inder Prabha Sharma
10. 'Administrative Aspects of an Approach to the Fifth Five Year Plan' by Dr. Sudesh Kumar Sharma.

11. 'Administrative Aspects of an Approach to the Fifth Five Year Plan' by Dr. Sakendra Prasad Singh.
12. 'Administrative Aspect of an Approach to the Fifth Five Plan' by J. K. P. Sinha.
13. 'Administrative Approach to the Backward Classes Welfare Programme under the Fifth Five Year Plan' by S. P. Sinha.
14. 'Administrative Aspects of an Approach to the Fifth Five Year Plan' by V. Subramanian.
15. 'Some Notes on Administrative Aspects of Approach to the Fifth Five Year Plan with Special Reference to Bihar' by Dr. Vishwanathan Prasad Varma.
16. 'Administrative Aspects of an Approach to the Fifth Five Year Plan' by M. V. S. Prasada Rau.

PROCEEDINGS OF THE SIXTEENTH ANNUAL MEMBERS' CONFERENCE

(October 29, 1972)

The Sixteenth Annual Conference of Members of the Indian Institute of Public Administration was held at New Delhi on 29 October, 1972. The subject for discussion in the Conference was "Administrative Aspects of an Approach to the Fifth Five Year Plan".

The Conference met in two sessions, presided over by Shri Asoka Mehta and Shri M. K. Chaturvedi, respectively.

Prof. Maheshwari, Reader in Public Administration in the Indian Institute Public Administration, had prepared the discussion paper on "Administrative Aspects of an Approach to the Fifth Five Year Plan". In addition to the discussion paper, 15 papers on this theme were submitted.

The Director of the Indian Institute of Public Administration, Shri G. Nath, welcomed the participants to the Conference. He highlighted the significance of this subject by observing that the targets of the fifth five year plan would not be reached unless determined measures were undertaken to strengthen the machinery of public administration in the country.

Shri Asoka Mehta, who was the chairman in the morning session, emphasized the critical importance of the theme taken up for discussion in the Conference. He called on Prof. S. R. Maheshwari to present his discussion paper to the Conference.

Prof. S. R. Maheshwari began by underscoring the paucity of attention the planners have hitherto given to public administration. Yet, the inescapable fact was that no political executive, however well-intentioned and devoted, could expect to accomplish more than its public administration permitted it to do. Inadequacy of the administrative input in the plan could

perhaps be explained, to a degree, by the background of the top planners and the highly selective consultation which Yojana Bhavan engaged in with outside expertise. The Planning Commission was an experts' body, but it included within its own fold only one kind of expertise—that in economics. While it was unquestionably true that the economic component of our plan was necessarily to be very large, the plan was evidently much more inclusive in its range and character. There were, in addition, distinct administrative, political and sociological dimensions of the plan also, to mention only a few. The Planning Commission should have, therefore, consciously set out to seek the contribution which these disciplines too were capable of making: none of them, however, ever found any representation in the Planning Commission. It was not that the crucial role of public administration in the translation of plans into action was not visualized. But such a realization apparently happened to dawn *after* the whole exercise was finalized: for all practical purposes, public administration was largely taken for granted during the conception and formulation stages of the plan.

Prof. Maheshwari gave an account of the objectives which the approach document sought to realize. These objectives called for total national effort in which all sectors of the society and all the levels of government had necessarily to participate. Public administration awaited its tasks within this larger national network of cooperation and action: administrative input was necessarily to be blended with inputs of other sorts to ensure the desired output. At the same time, in fulfilling some of the plan objectives, public administration might have largely a passive role to play. The objective of creating values and attitudes of a free and equal society enumerated in the plan could be cited to illustrate that point. Public administration as an instrument of government and for the fulfilment of the objectives of the constitution (as well as of the plan) was, indeed, to foster egalitarianism through administrative policy and action, but its impact was bound to be feeble: it could at best prevent counter-forces through impartial administrative measures and the dispensing of even-handed justice. But the building up of a free and equal society was a positive process which depended more

upon extra-governmental organizations like the national parliament, the political parties, the press, the academic institutions, the voluntary organizations, and the myriad professional and interest groups. The contribution of public administration in this direction could not be more than peripheral.

Each five year plan contained a chapter on public administration. Also, most political parties called for reform of public administration in their election manifestos. Yet, the administrative pledges made in the five year plans remained overwhelming unredeemed. In the first place, the administrative problems and issues were themselves sometimes put forward in less than very clear terms, which failed to provide detailed meaningful guidance in the matter of giving them practical shape. Even more important than this, no five year plan took pains to formulate what could be considered to be a fully operational and realistic programme of administrative reform in terms of its span of five years. More often than not, its administrative utterances were too general, none-too-well defined, too platitudinous. Finally, an absence of sustained, vigorous, quick follow-up tended to give the whole thing, at least in the eyes of those on the wrong line, a nearly fictitious appearance of genuineness and resolution.

Prof. Maheshwari then set out to present a framework of administrative renewal and reconstruction. The challenging tasks of the fifth plan made exacting demands on public administration, much more on the country's policy. Indeed, the success of the plan demand, more than anything else, total political support and discipline regardless of federal boundaries. It was fairly well-known that not much headway could be made in implementing the much-talked-about land reforms in the country, the failure for this lying not as much in administrative ineptitude as in political indecisiveness, irresolution or—which was even more probable—lack of faith on the part of politicians themselves in the professed programmes. Indeed, it could be convincingly argued that reform in public administration was bound to remain only marginally effective without reform of the political system of the land, and reform in both these spheres

was not much possible with economic reform. At the same time, public administration could be expected to remain efficient and sensitive to popular aspirations only when it remained under constant political surveillance, control and guidance. Prof. Maheshwari raised the question of whether the ruling party could be clothed with the right to select, so far as the top-level policy-making positions in governmental departments and undertakings were concerned, such personnel as were 'committed' to party ideology, regardless of whether they were drawn from within the permanent bureaucracy or without. Quite obviously, this group of persons would necessarily have to leave when the party was voted out of power—or even earlier, if the political executive so insisted.

The climate for administrative innovation was fostered, among others, by decentralization and its half-sisters—delegation, devolution and deconcentration. The advantages flowing from these were too well-known. The state level public administration was necessarily called upon to bear the brunt of the new tasks and, therefore, needed to be considerably strengthened, both in terms of quality and quantity, so that it could become an apt instrument for undertaking programmes of development. A series of measures were imperative : the states would be well-advised to scan the reports of the various administrative reforms commissions, set up by them from time to time since 1947 and to see that the urgent reforms were swiftly carried out. The well-known tenure system which operated unrhythmically needed to be enforced more systematically. Meaningful training programmes were to be organized for state level personnel in various areas to improve their functional proficiency. Nor was reform of local government—rural, as well urban—to remain shelved. Local government was necessarily to be involved more meaningfully, more closely and more widely in the efforts at development. It would be good if the states went through the various reports having bearing on this subject and quickly implemented the necessary reforms.

The fifth plan, more than any that preceded it, demanded a wide range of expertise and skills in public administration. To

recruit persons possessing these and to place them in positions without loss of time, Prof. Maheshwari pressed for suitable structural changes in the civil service. A much larger number of experts and specialists was to be inducted into the civil service, and their role and place in the generalist-dominated syndrome of bureaucracy was to be appropriately recognized. Measures towards enhancement of administrative capabilities at all levels of government and all along the hierarchy needed to be formulated and put in operation. Stress was to be laid on the need for experts and specialists acquiring administrative experience and training to enable them to move into positions of administrative responsibilities in various areas and levels of government. Bureaucracy, at any rate a considerable segment of it, was under an inescapable obligation to inculcate a disposition towards work in the field—more especially in the rural areas—and for and amongst the vulnerable sections of the population. The rural and the social administrator bore a crucially important responsibility in putting through the various programmes of action. This demanded structural and procedural changes in public administration and attitudinal changes in the bureaucracy. A broadening of the social base of the latter was also necessary according to the speaker.

As the plan called for financial resources on an unprecedented scale, Prof. Maheshwari continued, the extractive function of public administration—collection of taxes—was to be simultaneously accorded the highest importance. Tax administration at all the three levels of government needed to be streamlined and all possible loopholes—a more appropriate expression could be manholes—be plugged. Not the least pressing was the need for economy in public administration. The expenditure on administrative services of the Central Government alone was Rs. 21.3 crores in 1950-51; it rose to Rs. 58.7 crores in 1960-61 and to Rs. 75.2 crores in 1962-63. It would thus be seen that during the period 1950-51 to 1960-61, it galloped by no less than 275 per cent. This expenditure registered an increase of as much as 28 per cent in just two years—1960-61 to 1962-63. "Need a democratic government of one of the poorest countries in the world be necessarily so costly?" Popular urges and aspirations.

needed to be continually fed into public administration at all levels. Significant in this regard was the need for increased and more meaningful participation of citizens and interest groups in the process of governmental policy-making and its implementation. Finally, the speaker hoped that political skill and administrative energy were to be directed to convert what was called 'soft state' into hard state: "historically, this country has almost always tended to under-estimate administration and over-estimate objectives, thus lacking faculty to match the two".

Shri Tribhuwan Nath Chaudhary¹ called for certain organizational changes and adjustments in the departments of the government as well as of the setting up of a job analysis commission. The Planning Commission needed to be strengthened by induction into it of more experts in various disciplines so that it could make realistic plans for the country. The bureaucrats' attitudes, too, needed to be changed. Public administration was to become officer-oriented in its functioning. Above all, he pleaded for the constitution of a job analysis commission in the government to determine the standard job titles, to revise job specifications commensurate with the changed job descriptions and to provide guidelines for job classifications and job evaluation in the civil service.

Shri W. G. Naidu² diagnosed the principal defects of the administrative machinery of the country. He insisted on wider application of management techniques like Programme Evaluation and Review Technique (PERT), our plan activities being all time-bound. As the civil servants had a proneness to implement the government's decisions without much concern for results, public administration needed to be made result-oriented, which could be ensured by adoption of MBA techniques. An officer's performance appraisal was to be directly linked with the results he showed, and his future promotion and career

¹Lecturer, Department of Labour and Social Welfare, Bhagalpur University, Bhagalpur.

²Training Officer (Management Development), Heavy Electricals (India) Ltd., Bhopal.

prospects were to depend on his performance appraisal. Shri Naidu also called for a change in the attitude of the civil service—indeed, of the entire educated elite class of India. He felt that using their knowledge of English, of the administrative procedures, and of power centres in the society, the educated elite, in alliance with the governmental bureaucracy, manipulated the strings of power to convert socialist schemes into instruments of profit for themselves. This unconcern for the common man was shared by all the educated persons in India, but was much more deeply ingrained among the bureaucrats, occupying, as they did, the seats of power. All this called for massive educational reform to change the value-system of the country's educated elite, and also spells of 'sensitive' training to the civil servants at all levels of government.

Shri J. K. P. Sinha³ pointed out the need for the strengthening of grassroot level of public administration in the country, which alone, according to him, could ensure successful implementation of the plan. The regional imbalances, generated by earlier plans, were to be rectified by sound policies supported by allocations of requisite resources. What was necessary was a careful identification of reasons for backwardness of certain regions so that appropriate action could be taken. Finally, he stressed the need for recruiting 'active-minded' civil servants so that the development work was carried out efficiently; above all, it was supremely important for the civil servants to have pride and faith in the plan.

Shri V. Subramanian⁴ observed that the formulation of a 'total administrative plan' as a supplement to the five year plan was urgent to reach the targets of the fifth plan. The major constituents of the proposed administrative plan were placement, work appraisal, advancement and reward, 'commitment', objectivity etc. A more imaginative placement policy, which

³Assistant Director, Institute of Public Administration, Patna University, Patna.

⁴Secretary to the Government of Maharashtra, Revenue and Forests Department.

took into full account the intellectual background and training of the civil servant concerned, was essential. The prevalent system of work appraisal was archaic, arbitrary and 'morale sapping' and needed to be rationalized. An officer would obviously like to be told both about his good performance and his administrative shortcomings. The system of promotion in vogue in public administration favoured the 'time servers' and the 'responsibility-shirker': ironically enough, the outstanding work done by a civil servant remained, generally speaking, unrecognized. "Is there any wonder if as a consequence, outstanding individuals slide back into uncomplaining mediocrity or lose initiative and cease to give of their best?" A profound sense of commitment on the part of the civil servant towards his administrative tasks was necessary, and the speaker defined 'commitment' as a firm faith in certain fundamentals and a firm resolve to achieve these fundamentals. The civil servant's commitment was to be complemented by objectivity which made loyalty to a cause or an idea without being deflected from it by a consideration of the adverse or favourable consequences of an action on some of the persons affected by the action. He argued that the politicians and the civil servants would have to work in a close partnership, actuated by an overriding desire to work for the welfare of the common people. He also referred to the constraints which tended to hamper the growth of an effective, action-oriented administrative system in the country. Among these constraints were those of co-ordination between the politician and the civil servant in the formulation and implementation of policies, the peculiar stance of audit in government, the paucity of financial inputs including the defective system of financial control, etc. Coming to the role of audit in public administration, he conceded its complete propriety but desired that audit's true function was to educate, not to invigilate: a basic idea which should be imbibed by the auditors.

Shri Sakendra Prasad Singh⁵ also touched upon the theme of commitment on the part of the civil service: By commitment

⁵Lecturer in Political Science, Post-Graduate Department of Political Science, Bhagalpur University, Bhagalpur.

he meant that the civil service was under an obligation to keep itself in tune with the spirit of the welfare state and be responsive to the needs and expectations of the society as a whole. He held the view that a civil servant was not expected to remain neutral towards the programmes and schemes which were being undertaken. Instead, it was incumbent on him to have a sense of identification or empathy with the common people for whom all programmes were meant. The speaker further felt that as the government's policies were becoming increasingly egalitarian, socialistic and welfare-oriented, radical attitudinal changes on the part of our bureaucracy became absolutely necessary, failing which mere organizational and structural changes in the country's public administration were bound to be of little avail.

Prof. M. V. Mathur⁶ wanted the fifth five year plan to contain an account, brief though it might be, explaining how the planners looked at the panorama of programmes and proposals enshrined in the plan *from an administrative angle* (italics supplied). Such an analysis was not attempted in the earlier plans but was vitally important. He sought revision of the current governmental practice of classifying programmes under the two heads of 'plan programmes' and 'non-plan programmes'. What was necessary was that we should always look at the totality of development programmes and do away with such an artificial distinction. He also stressed the need for competent personnel in public administration for implementing the plan. Factors which tended to hinder such a process needed to be identified much more closely and corrective measures initiated. He particularly referred to the generalist-specialist relationship in the public administration of the country. There was need—as well as scope—for both the generalist and the specialist talents being harnessed in governmental decision-making. He also reiterated his long-standing recommendation for the setting up of a properly equipped state planning commission in each state. Such a commission was to be first created and strengthened before we descended to the district

⁶Director, National Staff College for Educational Planners and Administrators, New Delhi.

level for creating a district planning machinery. Another point he stressed was about the desirability of inducting non-elective, non-civil service personnel at the decision-making levels in the government; he did not mind if the political party in power at any level of government brought in non-elected persons and gave them ranking over the secretaries (such as that of a minister of state). Such a step was likely to invigorate political decision-making in government at all levels.

Shri V. P. Varma⁷ chose mainly to concentrate on problems of education in national planning. He referred to the trend towards nationalization of educational institutions in the country. While conceding the need for adequate financial control by government of the educational institutions, he wanted a change in the attitude of the civil servants working in the education departments. The civil servants administratively dealing with this particular function should eschew any feeling that grants-in-aid given to educational institutions were like gifts from their 'personal property'. He also dwelt on the medium of teaching in educational institutions and made a special mention of English in this respect. He was inclined to consider English to be important for facilitating academic dialogues at the all-India level. Nevertheless, a firm policy on the medium of instruction was called for. He also pleaded for decentralization of the national economy so that all regions of the country could be enabled to move up. The funds earmarked for this purpose needed to be utilized prudently and for promoting the interest of the common man. He stressed the need for family planning in the country but at the same time warned that this programme was to be undertaken without disturbing the existing social structure of the country. He particularly demanded a common civil code for all in the country.

Shri B. P. Gupta⁸ talked about the administrative aspects of

⁷Head of the Department of Political Science and Director, Institute of Public Administration, Patna University, Patna.

⁸Assistant Professor of Political Science, Birla Institute of Technology and Science, Pilani.

primary education in the fifth five year plan. The goal of primary education could be realised only by massive efforts which included provision of school buildings, of trained teachers, and, above all, of adequate finances. The strengthening of the administrative machinery in the educational field was utterly necessary for efficient implementation of the primary education programmes. A public examination needed to be held at the end of class V to maintain uniformity of standard all over the state. The private schools were to be supervised and regulated by the district officials. The recruitment of teachers of government primary schools needed to be made by a selection committee at the district level.

Shri M.V.S. Prasada Rau⁹ observed that with the accumulated experience of twenty-five years of planning, we could reach consensus on what ailed the public administration of this country, particularly that segment of it which was engaged in the implementation of the country's plan programmes. These maladies needed to be cured without any further loss of time. The objectives of the fifth five year plan called for their fulfilment a streamlined administrative system at all levels of government. He particularly referred to the discontentment presently gripping sizable sections of public personnel. Such a state of low employee morale was deleterious to goal-achievement and compelled attention and action, for the employee discontentment was likely to become more widespread and more pronounced in the coming years.

Shri M. Subramanian¹⁰ raised the question of why implementation of plans was lagging, and offered his own analysis of such a low implementability of the country's civil service. He felt that the public administration of the country functioned under the "constraint of inadequate identification of authorities". It was difficult to know in a given situation who the real

⁹Deputy Commissioner of Excise (Distilleries), Director of Distilleries and Breweries and *Ex-Officio* Additional Secretary, Board of Revenue (Excise), Andhra Pradesh, Hyderabad.

¹⁰Industries Commissioner and Secretary, Industries and Labour Department, Government, of Maharashtra, Bombay.

decision-maker was to whom a civil servant could turn and consult on what was to be done and what was not to be done. It was, therefore, important to identify the decision-making authority and also to set a definite time limit for that decision-making authority to come to a decision. He also stressed wider participation in policy making tasks : not only was the civil servant to be consulted in matters of policy making but also persons from different walks of life and professions such as the political worker, the social worker, the technician, the academician, etc. Such a process of consultation was apt to make public policies sound and sensible. Once the policies were set down clearly, the civil servant was to embark upon implementing these policies with full measure of professional zeal. The decision maker should give adequate time limit to the civil service for the performance of the task.

Shri D. R. Pendse¹¹ recommended selective relaxation in governmental control over certain matters concerning the private industry. He specifically suggested that, except in the case of core-sector, the government should merely grant a licence to an entrepreneur anxious to set up a plant, without taking on any responsibility to provide the necessary raw materials, etc.

Shri K.V. Seshadari¹² emphasized the need for taking the plan to the masses so that the latter could get enthusiastic about it and cooperate. To expedite implementation of the plan, an efficient reporting system was among the pre-requisites. Confronted as India was with over-population and scarce resources, austerity as a national attitude was the crying need of the hour : "in India there is no place for cars—we should go for public transportation system". Nor were we to wink at the all-too-visible over-staffing in the governmental organizations.

¹¹Deputy Economic Adviser, Tata Industries Pvt. Ltd., Bombay.

¹²Joint Secretary, Cabinet Secretariat, New Delhi.

Prof. C. P. Bhambhri¹³ observed that the administrative deficiencies were too well-known, but the real task lay in identifying the true causes leading to such a dismal state of affairs in government. In this context, a discussion of the directions of development was of topical significance at the present stage in India. Equally urgent was an analysis of the role of powerful interest groups in the society. He observed that planning must not create tensions and social injustice but, instead, foster economic growth and aim at elimination of discrimination in all walks of life in the country.

Shri K. Prabhakar Rao¹⁴ felt that the administrators were not given sufficient say in the preparation of the plan. It was this factor which was at the root of the poor implementation of our plan. Our concern should have been with implementation of the plan and therefore we should have given greater role to the administrator in the preparation of the plan. He also felt that the efficiency and integrity of the civil servants was decreasing. He specifically recommended training for lower levels of the civil service which could help the administrator in the implementation of the policies.

Shri K. Ramakrishnan¹⁵ pinpointed the need for removal of poverty and in this connection made a pointed reference to the role which sound employment policy could play. Planning in India created certain social problems also : there was concentration of wealth, no less than concentration of employment in certain sections of the society—in affluent and influential families—to the detriment of sections and groups not so influential. There was also concentration of employment in families where large number of members was educated when compared with the families where there was just one or two educated members. It was all too apparent that employment in the country was not equitably distributed over the various sections

¹³Associate Professor, Centre for Study of Political Development, Jawaharlal Nehru University, New Delhi.

¹⁴Hindi Supervisor, Office of the Post-Master General, Madras.

¹⁵Flight-Lieutenant, Air Force Station, Tambaram (Madras).

of the population. The Planning Commission should have particularly striven for an economic and social system which ensured proper distribution of employment; otherwise, he argued, "the administrator should not be blamed".

Shri V. B. Kamath¹⁶ observed that the failure of planning in this country could honestly be attributed to public administration, which, he emphasized, included all levels—from the ministerial right down to the lowest one. By way of strengthening of the public administration of the country, he recommended reduction in the number of public personnel including, of course, the ministers : "I think, with less people in public administration, you can do far better." Secondly, he laid emphasis on the development of management leadership in public administration, and distinguished it (management leadership) from personal leadership, the hall-mark of which was that the 'swami' delegates authority to the man *whom he likes*. (Italics supplied)

Shri J. K. Mittal¹⁷ highlighted the role which administrative adjudication necessarily played at various stages and processes of implementation of the plan. In the course of implementation, the rights of the citizens got inevitably affected, and the parties affected naturally turned to seek adjudication. He suggested debarring of the judiciary from examining such issues and also issues like disciplinary matters involving civil servants. All such matters and issues could be examined and settled by a special branch of public administration as in France.

Shri C. A. Ramakrishnan¹⁸ observed that one of the most powerful forces for administrative improvement was the administrator himself, in the sense that he was himself to take active interest in administration. He felt that the civil service in our country was not taking sufficient interest in the problems

¹⁶Director, Bombay Labour Institute, Government of Maharashtra, Bombay.

¹⁷Reader in Law, Department of Law, Panjab University, Chandigarh.

¹⁸Chairman, Tamil Nadu Regional Branch (IIPA), Madras.

of public administration. He therefore called upon the civil servants to take keener interest in public administration than they had done so far. Among points which he emphasized was the need for improvement in the methods of writing of confidential rolls of the civil servants. He held the view that character roll writing had degenerated into an exercise in nepotism from which it needed to be rescued.

Shri Ramesh Kumar Arora¹⁹ wanted public administration to become action-oriented. He emphasized the need for enlistment of popular participation at various stages of decision-making in the government. He also wanted the students of public administration to take up for research the contemporary problems so that their findings could respond to the needs of the society.

Dr. S. C. Jain²⁰ referred to the foremost need for clearer identification of various gaps in the social situation so that appropriate measures could be devised to strengthen the public administration of the country. He pointed out that we must first identify the families of low income groups and then set out to assess the gap between the income which a family earned and the income which it needed for its subsistence. The filling up of this information gap was vital for effective administration of social programmes which the government was firmly committed to undertake in the country.

The Chairman of the after-noon sessions, Shri M.K. Chaturvedi²¹, drew attention to the institution of personal cabinet in the French governmental system. The members of the personal cabinet were appointed by the minister concerned and they had necessarily to leave when the minister went out of office. This institution had to be studied further to ascertain whether it

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²⁰Executive Director, Baroda Citizens' Council, Baroda.

²¹Chairman and Managing Director, M.P. State Industries Corporation, Bhopal.

could be adapted in the Indian governmental system. He was of the view that reform in financial administration was urgent, particularly with the increasing magnitude of public expenditure incurred under the plan. He held that the existing methods of financial controls were devised more to cut down the public expenditure than to promote real growth. No less pressing was the training of the civil servants, and arrangement in this regard was to be made at all the levels of government. Above all, he pointed out that the prevalent hierarchical system of public administration inherited from the British was not capable of responding to the challenging tasks before us. It curbed the initiative of the functionaries resulting, in the strifling control of the top man to whom every one else in the organisation ritually, even mechanically turned for directions. This tended to strangle the public personnel. What was necessary was a fairly wide dispersal of administrative authority in the organization so that a functionary was not required to confront and cross several 'pyramids of control'.

The discussion on 'Administrative Aspects of an Approach to the Fifth Five Year Plan' having come to a close, Prof. Maheshwari proposed the vote of thanks to the participants of the Conference. In particular, he paid compliments to those members who contributed papers for the Conference. The discussion, which indeed covered a very wide area in public administration, was both detailed and comprehensive as well as fruitful. In the end, he thanked every one and hoped he would have the pleasure of meeting all of them next year.